



**Department of Public Safety and Corrections**

**Youth Services**

# **EMERGENCY OPERATIONS PLAN**

March 2009

## **DPS&C Youth Services Basic Plan 2009**

### **I. Purpose and Scope:**

The Department of Youth Services Emergency Operations Plan (EOP) establishes the policies and structure for Youth Services management of emergencies and disasters. This includes such emergencies and disasters that are either internal to Youth Services facilities and departments or external to Youth Services. The EOP prescribes the phases of emergency and disaster management; Prevention, Mitigation, Preparedness, Response and Recovery. The EOP is designed to provide an effective response to all emergencies and disaster whether of natural causes or man-made. It assigns responsibilities for actions and tasks that Youth Services will take, during times of emergencies and disasters, to fulfill its mission and to provide for the safety and welfare of citizens and juvenile offenders alike. The EOP is designed to parallel and work in conjunction with the State EOP as well as coordinate closely with the National Response Plan and Parish Emergency Operations Plans. It establishes a base on which plans, procedures, arrangements and agreements can be developed and implemented. The master copies of the Department plan include each facility and Regional Office individual EOP. This plan operates in conjunction with Department Regulation No. A-01-008 "Incident Management Center."

### **II. Situation and Assumptions**

#### **A. Situation**

1. Louisiana is a Gulf Coastal Plain state covering an area of approximately 51,000 square miles and has a population that exceeds 4.5 million people.
2. The State of Louisiana has 64 parish political subdivisions; within each are cities, towns and villages. The Louisiana state government is divided into various state agencies of which Youth Services is part of the Department of Public Safety and Corrections.
3. As noted within the State EOP, Louisiana faces a variety of natural, technological and national hazards, which pose a significant threat to the people of the state. They include, but are not limited to, hurricanes, severe storms, tornadoes, floods, freezes, winter storms, earthquakes, subsidence erosion, drought, water shortages, wild fires, nuclear power plant incidents, industrial accidents, hazardous material, and other transportation incidents, nuclear attack, chemical/biological warfare, terrorist incidents, civil riots, resource shortages (utility and energy), or combination of any of these.

4. Youth Services also faces a variety of potential threats to its internal operations from the juvenile offenders in the Department's custody. These threats include, but are not limited to, youth riots, youth orchestrated disturbances such as hunger strikes, hostage situations and other such similar secure facility related operational hazards.
5. During an emergency or disaster the State, and correspondingly the Department, will take immediate and appropriate action to determine, direct, mobilize, and coordinate resource needs. The State Government will suspend or cancel normal operations and redirect resources to save lives, relieve human suffering, sustain survivors, protect property and repair essential facilities.
6. Many of the potential risks, e.g. hurricanes, floods, and other severe weather phenomena, nuclear facility incidents, and enemy attack would be preceded by a period of increased alertness, giving public officials time to take preventative, precautionary or protective measures to reduce loss of life and damages.
7. The state conducts all its emergency activities at the direction of Governor's Office of Homeland Security and Emergency Operations (GOHSEP) and from the GOHSEP Emergency Operations Center (EOC). The state requires all parish governments to have EOCs from which the parishes can conduct emergency management operations and communicate with the state EOC to ensure close cooperation in emergencies and disasters.
8. Youth Services has likewise established an Emergency Management Team (EMT) that directs its emergency and disaster management operations. Youth Services provides liaison staffing at the State Police EOC to ensure close cooperation in emergencies.

#### B. Assumptions

1. The state is primarily responsible for natural and technological emergency preparedness, but has a shared responsibility with the Federal government for national security preparedness.
2. Youth Services is primarily responsible for internal operations emergency preparedness and for preparedness to assist parish detention centers in the care and housing of juvenile offenders should such needs arise in time of emergencies and disasters.
3. As noted in the state EOP, the State's responsibility necessitates the development of an all hazard plan, with functional annexes and detailed procedures, supported by parish and local emergency plans. Planning

efforts are made as general as possible to insure flexibility to combat the impact of all types of hazards.

4. Youth Services' responsibilities likewise necessitate development of coordinated plans.
5. The probability of a terrorist or war related emergency or disaster that involves mass fatalities and casualties, major devastation and disruption of vital services is low, but does exist.
6. Emergencies and disasters could individually or in combination, cause a grave emergency condition in any area of the State. Emergencies can vary in scope and intensity, from a localized incident with minimal or confined damage, to a multi-parish disaster with extensive devastation and loss of life.
7. The initial actions of prevention, mitigation, preparedness, response, and recovery operations are conducted by local government. Local authorities will exhaust their range of resources.
8. State assistance will supplement local efforts and federal assistance will supplement State and local efforts when it is clearly demonstrated that it is beyond local and State capability to cope with the emergency/disaster.
9. Youth Services will utilize all of its resources in managing emergencies impacting only internal operations, and then use additional State and local assistance as needed.
10. It is possible that Youth Services would be responding to an emergency, which impacts operations of one or more facilities, while simultaneously assisting with State EOP operations in responding to a larger emergency or disaster.

### **III. Concept of Operations**

#### **A. General:**

The State Emergency Operations Plan (EOP) is based on the premise that the Emergency Support Functions (ESF) will be performed by the various agencies and organizations. Day-to-day tasks and operations that do not contribute directly to the emergency may be suspended or re-directed for the duration of the emergency or disaster, and personnel and material resources that would normally be assigned to day-to-day operations will be channeled toward emergency and disaster ESFs as assigned.

The Youth Services Operations Plan is based upon fulfilling its stated public safety mission, as tasked by GOHSEP, fulfilling its ESF support (State Police).

**B. Execution and Implementation:**

The Governor has delegated to the Director of the Governor's Office of Homeland Security and Emergency Operations (GOHSEP) the responsibility for implementation of the State EOP. The Director will implement that plan and procedures when the situation warrants. Should the Governor declare a state of emergency, the plan will automatically be activated.

The Deputy Secretary or designee will authorize the implementation of the Youth Services EOP. Should the State EOP be activated, this plan will automatically be activated. Nothing in this plan precludes a Facility Director or Regional Manager from implementing their respective EOPs when incidents of emergencies occur at locations under their authority.

**C. State and Department Incident Management Systems:**

As noted in the State EOP, the Federal Government has adopted the National Incident Management System (NIMS) to manage emergency incidents and disasters from the first responder level to the highest level of the Federal Government. It is based on the Incident Command System (ICS) and the Unified Command System (UCS) and is flexible and appropriate to all types of incidents. The State of Louisiana Incident Management System (SLIMS) will use the same flexible structure to manage all types of incidents, particularly those that require the establishment of Incident Command Posts at or near an incident site. The state adopts the NIMS guidance by reference.

Louisiana Department of Public Safety and Corrections, Youth Services likewise adopts the NIMS guidance by reference. Youth Services incident management and this plan are based upon ICS and UCS.

**D. Emergency Action Levels**

The State has established four Emergency Action Levels (EALs) to provide a general indicator of the level of seriousness of an incident and related guidance for response and protective actions so all emergency response forces have a common basis by which they can implement actions necessary to handle the situation. The Emergency Management Team will conduct emergency response operations at corresponding and parallel levels.

**1. Level IV – Normal Operations/staffing**

Day-to-day communication/operational procedures utilized.

## 2. **Level III**

Events involve a potential or actual threat to the safety and welfare of people in a threatened area(s). GOHSEP Crisis Action Team is activated; Situation Cell is operational. State EOC may be operational with selected State agencies.

Internal to Youth Services:

The Emergency Management Team, Emergency Operations Team along with Regional Managers and Facility Director placed on alert, facility and regional offices resource assessment and readiness verified.

The Emergency Preparedness Coordinator provides situation assessments and updates. Youth evacuation probabilities reviewed and compared to Phase 1 and Phase 2 of state Contra-flow plans. ESF support staffs are placed on ready status to provide support to ESF – 13, (State Police Emergency Operations Center (EOC)).

## 3. **Level II**

Events are in progress or have occurred which involve an imminent or actual major impact on the safety of the people in a stricken area(s) or Youth Services internal operations. The state EOC activated for 24-hour operations. OJJ is providing liaison staff to GOHSEP and State Police EOC as appropriate. This status will be maintained and the situation monitored closely until conditions escalate or de-escalate.

## 4. **Level I**

Events are in progress, which continue previously declared action levels and require response activities. This status will be maintained until the threat is over and the emergency is terminated. As imminent danger is reduced, operation will be initiated to pre-disaster status.

For the purpose of incident management, State and local government will use the same emergency situation terminology used by federal agencies.

### a. Natural Disaster (National Weather Service)

- (1) Watch
- (2) Warning
- (3) Impact
- (4) Recovery

b. Fixed Nuclear Facility (NRC/FEMA)

- (1) Unusual Event
- (2) Alert
- (3) Site area emergency
- (4) General emergency

c. Homeland Security Threat Conditions (NRP)

- (1) Green – Low Risk
- (2) Blue – Guarded Risk
- (3) Yellow – Elevated Risk
- (4) Orange – High Risk
- (5) Red – Severe Risk

E. Phases of Emergency Management

The State and Department's EOP's are concerned with the many hazards to which the State and its citizens may be exposed before, during and after an emergency / disaster occurs. There this plan is implemented in accordance with the five (5) phases of emergency management prescribed by the federal government.

1. **Prevention:** Preventative actions are taken to avoid an incident or to intervene to stop an incident from occurring. Such actions are primarily applicable to man-made (terrorist) incidents. They may include application of intelligence, deterrence, heightened security for potential targets, investigations, law enforcement operations and other efforts aimed at preempting, interdicting or disrupting illegal activities and apprehending perpetrators.
2. **Mitigation:** Actions may be taken to eliminate or reduce the impact of a disaster. Such measures include facility design / location planning, education, about hazards and protective measures, hazard and vulnerability analysis and preventative health care.
3. **Preparedness:** Actions may be taken in advance of an emergency / disaster to develop operational capabilities in order to assist the Department in its efforts to respond to and recover from an emergency / disaster. Such measures include the establishment and equipping of emergency response teams, recruitment and training of emergency management personnel, development of plans, procedures, arrangements, and agreements, and exercises of personnel and systems. Each facility and regional office shall maintain a Mobile Response Team (MRT) available to respond in support of general emergency operations.

4. **Response:** Response actions are taken before, during or after an emergency / disaster to save lives, minimize damage and enhance recovery operations. Such measures include activation of the emergency management and emergency operations teams, plan and procedures, arrangements and agreements, alert / warning systems, notification of command staff and public officials, provisions of ESF (13) support.
5. **Recovery:** Recovery actions are taken over the short-term to return vital life support systems to minimum standards, and long-term to return operations to normal or improved levels. Such measures include damage assessment, aid to individuals/public entities, assessment of plans / procedures, arrangement, agreements, and others. Recover measure are detailed in the Louisiana Disaster Recovery Manual.

#### IV. Organization and Assignment of Responsibilities

##### A. Organization:

By direction of the Governor, each State department, agency, Commission, special district and board with emergency or disaster responsibilities, along with local government will have all hazard emergency operations plans and implementing procedures. Authority and responsibility are to be decentralized as possible to the field units and to the individuals responsible for actual performance of operations. State personnel must be trained in their responsibilities and working relationships and must have the authority to respond to emergency or disaster requests from the GOHSEP Director.

##### B. Responsibilities

The Governor has the overall responsibility for emergency management in the state and is assisted in these duties by the GOHSEP Director.

Tasks for those elements, which have been given a primary or secondary shared responsibility for emergency / disaster situations, are contained in Emergency Support Function (ESF) Responsibility Chart of the State EOP.

The Deputy Secretary, DPS&C, Youth Services has the overall responsibility for emergency operations conducted by Youth Services and is assisted by the Emergency Preparedness Coordinator and / or designee(s). Youth Services is charged with secondary ESF responsibility for emergency / disaster situations. These responsibilities and implementation procedures are outlined.

Responsibilities for all agencies are as follows:

1. State Government departments, agencies and offices having responsibility for and ESF are required to carry out the responsibility designated in State



EOP Attachment, State Agency ESF Responsibility Chart. Depending on its function, a state agency may have a primary or support role.

- a. As noted in the State EOP, every department, agency or office that has a primary responsibility for an ESF will organize, supervise, and coordinate all activities that take place in that ESF. Primary departments are responsible for specifying the actions of supporting departments and establishing clear coherent requirements that supporting departments can carry out effectively and efficiently.
- b. Every department, agency, or office that has a support responsibility for an ESF will respond as required to carry out that missions / tasks that are assigned.
- c. Youth Services, as previously noted in this plan under “II. Assumptions, Item 2. are like wise primarily responsible for internal emergency and disaster operations and for assisting parish detention centers in the care and housing of juvenile offenders should such need arise in times of emergencies and disasters.
- d. Organizational divisions and or units within the Department which do not have specific ESF support responsibilities will serve as a reserve of material and manpower resources which may be required to perform previously unassigned tasks or supplement other Department effort or responses. These units shall provide for resource management, direction and control of their personnel, COOP and situation intelligence and reporting during emergency / disaster situations.

## 2. Federal / Volunteers / Others

Federal agency, volunteer groups and other organization responsibility levels are outlined in the State EOP.

## **V. Direction and Control**

- A. As noted in the State EOP, the Governor is responsible for the coordinated delivery of all emergency services, public, quasi-volunteer and private, during a natural, technological, and / or national security emergency / disaster situation. The Governor has delegated the Director of GOHSEP to implement the State plan and to direct State level emergency operations through the regularly constituted government structure.
- B. Each State department or agency shall be under the general control of its respective Secretary / Director, etc through his or her designated emergency representative. The representative shall be empowered to make decisions, and

expend resources (personnel, materials, supplies, equipment, facilities and funds) in providing operational and technological support to State and Local governments during an emergency / disaster incident.

- C. Upon activation of the EOC, the operations staff and state agencies shall insure that the necessary personnel and resources are available. Those agency representatives should bring or have pre-positioned plans, procedures, resources, inventories, supplies, and notification lists needed to facilitate emergency / disaster operations.
- D. Youth Services directs and controls emergency / disaster operations in accordance with Departmental Regulation through the Emergency Management Team located at Central Office, 7919 Independence Blvd, Baton Rouge, LA. Should Central Office become inoperable, isolated and / unusable, the Deputy Secretary or her/his designee shall issue relocation instructions for a location to be determined at that time.

## **VI. Continuity of Government / Continuity of Operations**

- A. As noted in the State plan, disasters can interrupt, paralyze, and / or destroy the ability of State, or local government to carry out their executive, legislative, and judicial functions. Therefore, it is imperative that each level of government build this capability to preserve, maintain and / or reconstitute its ability to function under the threat or occurrence of any emergency / disaster that could disrupt governmental operations and services.
- B. To have an effective comprehensive emergency management System, operations depend upon continuity of Government and continuity of operations from the highest level to the lowest level: (1) lines of succession and (2) the preservation of records essential to the effective functioning of government and for the protection of rights and interests of the State and its citizens under emergency conditions.
- C. Youth Services provides for continuity as outlined in the Continuity of Operations Plan (COOP) a copy of which will be found in Appendix of this plan.

## **VII. Administration and Logistics**

- A. During an emergency and disaster, some administrative procedures may be suspended, relaxed, or made optional. Such action will be carefully considered and the consequences should be projected realistically. Departures from usual methods will be stated in the Governor's State of Emergency Executive Order, and in emergency plans.

- B. Department response elements will include provisions for documenting all emergency / disaster related expenditures using generally accepted accounting procedures as outlined in the State's Administrative Plan.
- C. When an emergency / disaster occurs, rapid steps will be undertaken to assess deaths and injury to persons and damage to property. After Youth Services resources have been exhausted, assistance requests shall be submitted to the GOHSEP Director via the Emergency Preparedness Coordinator.
- D. There exists a system of Emergency Communications between Local, State, Federal, and private organizations for the coordination and direction of emergency / disaster relief efforts. This system is composed of internal, external, and support communications within Youth Services and is linked to the other responding entities.
- E. During increased readiness periods, each Facility, Regional Office and departments shall ensure that property, personnel, supplies, equipment and vehicles are accounted for and protected and, if necessary dispersed to designated area(s) and maintained in operational conditions at all times.
- F. All elements of the Department shall implement resource controls to determine the availability and accessibility of required resources. Further, if or as additional requirements are identified to support emergency / disaster operations, those requirements are to be forwarded to the Emergency Operations Preparedness Coordinator for review.
- G. As noted in the State EOP plan, funding to meet the needs of emergency and or disasters is available. The first resource shall be use funds regularly appropriated to Youth Services. If the demands exceed available funds, application will be made through the Division of Administration for additional funds.
- H. Training of emergency operations staff will be conducted through in-house sessions, exercises, actual operations or in conjunction with GOHSEP on an annual basis.
- I. The State of Louisiana is a signatory to the Emergency Management Assistance Compact (EMAC). If an emergency becomes too widespread or serious for state resources, GOHSEP will process a request for assistance through EMAC.
- J. If an emergency or disaster becomes too widespread for state and EMAC resources GOHSEP will process a request for assistance from the Governor's office, through DSH / FEM, for Presidential approval.

## **VIII. Plan Development and Maintenance**

- A. The Deputy Secretary has directed the development of the Youth Services EOP and has delegated the authority to implement this EOP as necessary and to provide the necessary assistance, guidance, and coordination to ensure the plan addresses an all hazard approach.
- B. The facilities and regional offices shall integrate their respective EOP and COOP plans with this plan, shall adhere to policies, and tasks outlined within the EOP and appendices as much as possible.
- C. All plans, annexes, appendices, implementing procedures and resource (personnel, equipment, supplies, and facilities) inventories shall be based on the potential hazards to which Youth Services and the State is subject, along with the support needed to assist local government before, during and after any emergency or disaster incident.
- D. The EOP, its annexes, appendices, procedures, resource inventory and notification lists as well as COG and COOP plans shall be maintained and kept current by all parties by an annual review, with a comprehensive review and update every four (4) years. Any agency changes or additions will be forwarded to the Director, GOHSEP by 31 March every year. Resource inventory and notification / recall lists should be reviewed on a six (6) month basis or as changes occur. Procedures will be reviewed following post action review of actual emergency / disaster operations and / or exercises, where deficiencies were noted.
- E. Major changes that affect the situation and assumptions, concept of operations, assignment of responsibilities and direction and control will be made as required. Major changes are to be approved by the Deputy Secretary or her/his designee. The Emergency Preparedness Coordinator has the authority to revise and / or update routine changes, i.e., implementation procedures, resource inventory or notification / recall lists.
- F. All changes, revisions, and / or updates shall be forward to GOHSEP. If no changes, revisions, and / or updates are, required GOHSEP shall be notified in writing by the Deputy Secretary's office that plan, annexes, appendices, procedures, etc. have been reviewed and are considered current and valid.

## **IX. Authorities and References**

### **A. Federal**

- 1. National Response Framework Plan, January 2008
- 2. National Incident Management System, December 2008

B. State

1. The Louisiana Homeland Security and Emergency Assistance and Disaster Act of 1993 as amended....
2. Louisiana Emergency Operations Plan, July 2007
3. Executive Order No. KB 2004-20, Louisiana Emergency Operations Plan, 12 August 2004
4. Other Acts, Executive Orders, Proclamations, Compacts, Agreements, and Plans pertaining to emergencies and / or disasters that have been or will be developed or enacted.